

# **Headquarters, Department of the Army**



## **Fort Monroe, VA**

### **Conveyance Progress Report**



**As of 1 October 2015**

Office of the Assistant Chief of Staff for Installation Management (OACSIM)

Operations Directorate - Base Realignment and Closure Division (ODB)



**TABLE OF CONTENTS**

Summary	2
Environment	3
Reuse Plan	4
Programmatic Agreement	5
Conveyance Plan	6-7
Key Milestones Achieved	8



*Rendering of Old Point Comfort - Historic Fort Monroe.*

**BRAC 2005 Recommendation**

The 2005 Base Realignment and Closure (BRAC) Commission recommended the closure of Fort Monroe; the movements of the U.S. Army Training and Doctrine Command (TRADOC) Headquarters, United States Army Installations Management Command (IMCOM) Northeast Region Headquarters, Network Enterprise Technology Command (NETCOM) Northeast Region Headquarters, and Army Contracting Agency Northeast Region from Fort Monroe to Fort Eustis, VA; and the movements of the U.S. Army Accession Command (AAC) and U.S. Army Cadet Command (ACC) from Fort Monroe to Fort Knox, KY. All Unit Movements and associated construction were completed on schedule, and Fort Monroe was closed on 9 September 2011.

**History**

Fort Monroe was constructed between 1819 and 1834 and served as one of America's major military posts from the time of its establishment. Robert E. Lee, as a lieutenant, played a prominent role in the final stages of the fort's construction. During the Civil War, the fort was also a major staging area for Union land and naval expeditions. On 9 March 1862, thousands of spectators stood on the ramparts of Fort Monroe to watch the momentous battle between the Monitor and the Merrimac, the first battle in history between ironclad vessels. From May 1865 to May 1867, the fort was the site for the imprisonment of Confederate President Jefferson Davis.

**Current Status**

To date, the Army has transferred 807 acres of 1,064 acres at Fort Monroe. Projected conveyance plans for the remaining property include transferring 126 acres in 2016 and 131 acres in 2021.

**Property Description**

Fort Monroe consisted of 1,064 acres and was strategically located on a peninsula in the Chesapeake Bay at the entrance to the James River. Fort Algernonne was the first fort constructed on the site in 1609 to support the Jamestown colony. Fort Monroe was completed in 1834 and consists of a unique six-sided stone fort surrounded by a moat. In addition to the fortress and other historic features, Fort Monroe served primarily as an Army headquarters with administrative and various light industrial activities. The industrial facilities were used for digital photographic processing; mechanical shops; an entomology shop; U.S. Navy boat maintenance shops; and hazardous waste accumulation points. Other functions included offices, residential housing, medical and dental clinics, gas station, auto craft shop, gyms, bowling alley, post office, banks, chapels, and a marina. The Historic Chamberlin Hotel is privately owned and was renovated into luxury apartments in 2008. The Chamberlin resides on property leased from the Army.

### **Caretaking Status**

A staff of six Federal employees remain on Fort Monroe to provide caretaker services and property conveyance functions. These activities include oversight and management of Army facilities, maintenance, security, transition of utilities infrastructure, property accountability, coordination with local community leaders, providing oversight of environmental and munitions cleanup actions, and property conveyance.



## **Environmental Cleanup**

The Army successfully completed the Environmental and MEC (Munitions and Explosives of Concern) remedial actions supporting the transfer of Fort Monroe property.

The Army continues to make steady progress on the Environmental, Hazardous Chemicals and MEC remediation actions for the remaining property areas, in compliance with CERCLA (Comprehensive Environmental, Response, Compensation and Liability Act) and MMRP (Military Munitions Response Program) requirements.

### **Contamination Concerns**

The contamination sites on the remaining property include cleanup for petroleum, volatile chemicals, underground and above-ground storage tanks, toxic chemicals, and hazardous wastes. While Unexploded Ordnance (UXO) and MEC were initially presumed to be a significant challenge, the Army's extensive research and overall cleanup efforts have sufficiently addressed the MEC challenges. After comprehensive site investigations, surveys, testing, excavations, remediation and cleanup functions, the Army has determined the risk to health and the environment are minimal and can be addressed by appropriate Land Use Controls.

The Army continues to work closely with the Virginia Department of Environment Regulators to resolve issues and complete remaining actions. Given the age of the facilities, both lead-based paint and asbestos will continue to be a concern, but their extent has been quantified and appropriate corrective measures have been implemented. In sum, the Army's overall cleanup of environmental (CERCLA) and munitions (MMRP) are projected to support a "Finding of Suitability to Transfer" (FOST) for the remaining Fort Monroe properties.



## Reuse Plan

The Fort Monroe Reuse plan was approved by the Governor, Commonwealth of Virginia. The Reuse plan was also endorsed and approved by the U.S. Department of Housing and Urban Development (HUD).

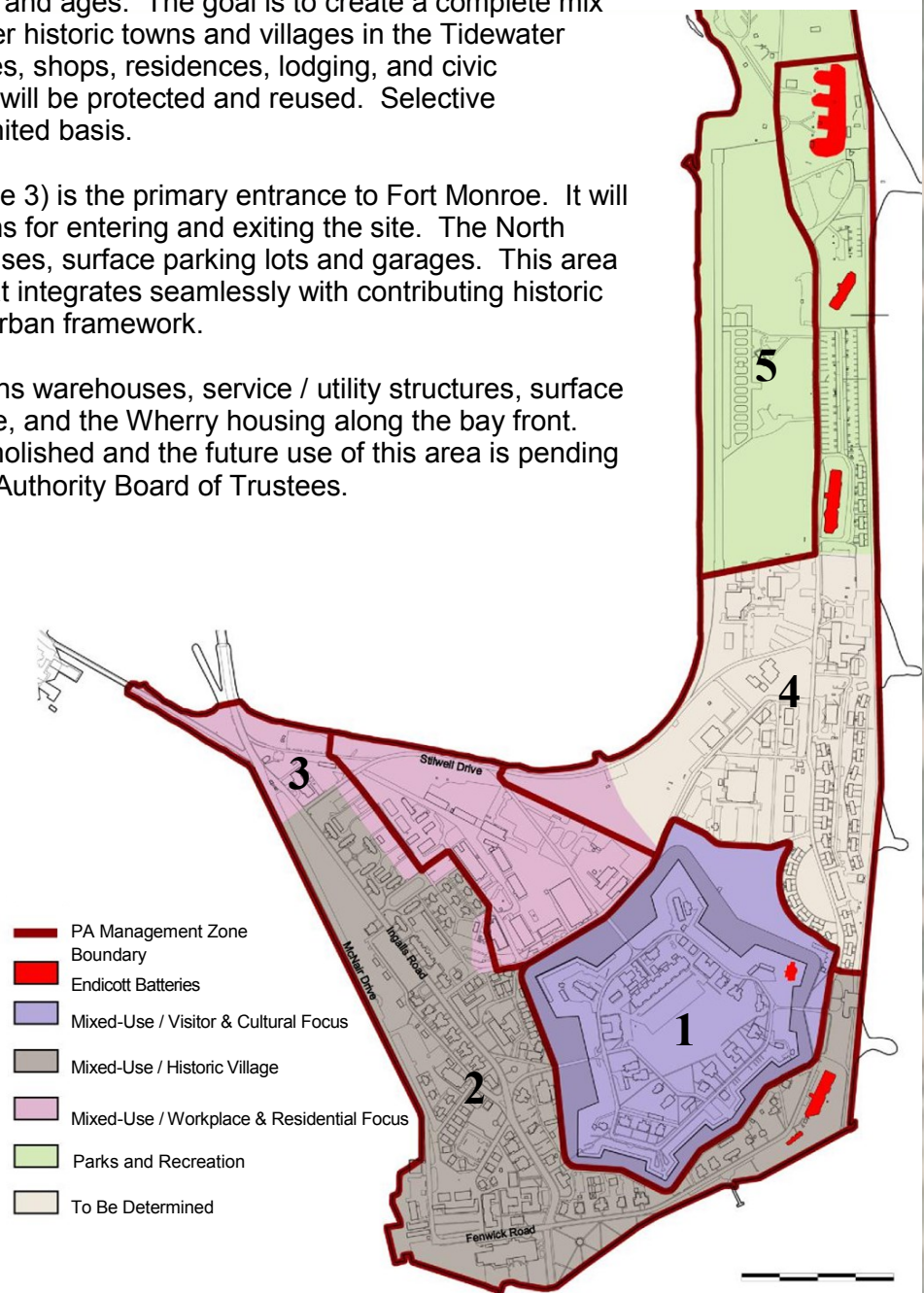
The Reuse plan provides a framework for future decisions organized by the five management zones of the Programmatic Agreement (PA). The Inner Fort (Zone 1) will require the strictest standard of historical preservation and protection. The reuse plan proposes no new development inside the stone fort; the existing buildings will be maintained and reused for a variety of purposes, including historic interpretation purposes, museums, meeting spaces, offices, lodging, and residences.

The Historic Village (Zone 2) has the largest concentration of historic buildings and includes a diversity of building types and ages. The goal is to create a complete mix of uses similar to those found in other historic towns and villages in the Tidewater region and should include workplaces, shops, residences, lodging, and civic institutional uses. Historic buildings will be protected and reused. Selective development will be allowed on a limited basis.

The Entry and North Gate area (Zone 3) is the primary entrance to Fort Monroe. It will be reconfigured to allow more options for entering and exiting the site. The North Gate area includes storage warehouses, surface parking lots and garages. This area will be used for new construction that integrates seamlessly with contributing historic structures and creating a walkable urban framework.

The Wherry Quarter (Zone 4) contains warehouses, service / utility structures, surface parking, some areas of vacant space, and the Wherry housing along the bay front. The Wherry Housing units were demolished and the future use of this area is pending planning efforts by the Fort Monroe Authority Board of Trustees.

The Parks and Recreation area (Zone 5) includes space devoted to open areas, including public beaches, preserved natural wet lands, recreation fields, and walking trails. The southern most quadrant of this zone features existing buildings, several batteries, and areas where buildings were once located. Existing buildings, such as the Bay Breeze Community Center will be redeveloped for public entertainment activities, with tennis courts, pools, beaches, clubs and camping. New construction will conform with the geographic area and support for National Park uses.



## Programmatic Agreement, Section 106

The Army achieved a key milestone by completing the Fort Monroe Programmatic Agreement (PA), meeting requirements of Section 106 of the National Historic Preservation Act (NHPA).

The PA ensures future protection of Fort Monroe's 400-year-old history and culture (dating to 1609). Notably, approximately 67% of the installation's structures contributing to this designated National Historic landmark.

The local community responded enthusiastically to the Army PA concept producing 32 consulting parties. Key consulting parties include the Governor Commonwealth of Virginia (COV); the State Historic Preservation Office (SHPO); Secretary of Natural Resources for Commonwealth of Virginia; Virginia Department of Environmental Quality; the Fort Monroe Federal Area Development Authority (FM-FADA); the Advisory Council on Historic Preservation (ACHP); the City of Hampton, VA; the U.S. National Park Service (NPS); Federally-recognized Indian tribes; and numerous organizations representing nation-wide interest groups.

The PA Framework included Army-sponsored Public Workshops in Hampton, VA; Richmond, VA; and Washington, DC to inform the public and seek comments and recommendations from the community. During the PA process, the Army also sponsored subcommittee meetings with consulting parties and the public.

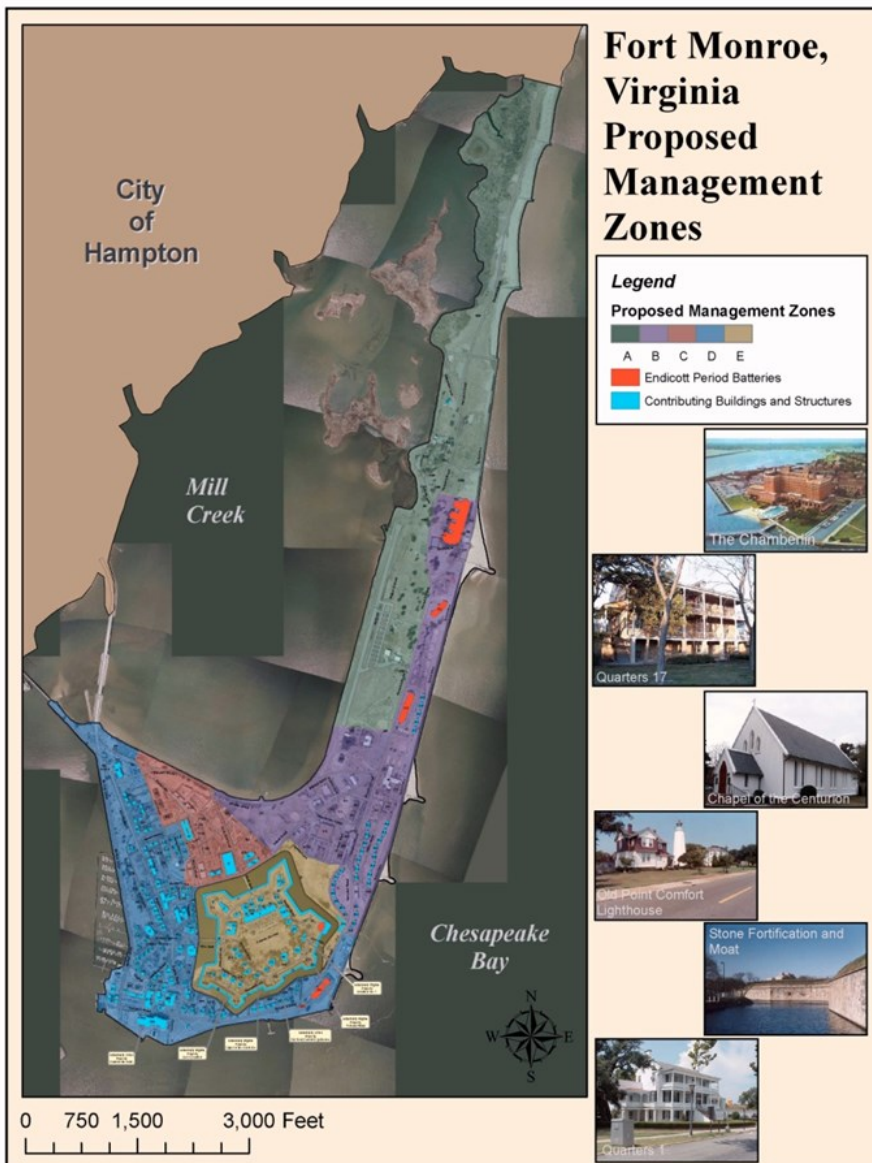
The collaboration efforts with all parties produced a unique PA for Fort Monroe and one of the most complex agreements for the U.S. Army. Particularly noteworthy, the Fort Monroe PA creates management zones aligned with areas of historic significance, which require appropriate conservation and protection measures.

### Fort Monroe PA Zones

- Zone A (West Peninsula)
- Zone B (East Peninsula)
- Zone C (North Gate/Stilwell Drive)
- Zone D (McNair, Ingalls Fenwick Corridor)
- Zone E (Stone Fort and Moat)
- Endicott Batteries
- Individually Eligible Historic Properties

### Management Zone Objectives

- Defines future management of property based on historic, development, use, and architectural character.
- Recognizes and protects historic character of each area and the greater Fort Monroe community.
- Considers historic, architectural, landscape, archaeological, and natural significance of each area.
- Allows for some change within strict limits.
- PA management zones also address Public concerns and Consulting parties agreements.
- PA management zones align with the approved reuse plan.





## Property Conveyance Plan

At the time of the BRAC closure announcement, Fort Monroe consisted of 1,064 acres. Currently, 807 acres have been successfully conveyed with 257 acres remaining.

The Army is moving forward with plans to convey the remaining Fort Monroe properties to the Commonwealth of Virginia, the Fort Monroe Authority (FMA), and the U.S. Department of Interior, National Park Service (NPS).

**Area 1:** The Army conveyed 312.75 acres of Reversionary property (see illustration) to the Commonwealth of Virginia by Quitclaim Deed on 4 June 2013. The Army has retained four small environmental carve out areas pending final completion of the environmental remediation clean up actions and securing regulatory approvals.

**Area 2:** The Army plans to convey the Commercial / Industrial area to the FMA under an Economic Development Conveyance (EDC) authority in 2016.

**Area 3:** The Army plans to convey the Marina / Water Front area to the FMA under an EDC authority in 2016.

**Area 4:** On 1 November 2011, President Obama signed a declaration establishing specific areas of Fort Monroe as a "National Monument" to ensure preservation of this historic property. The Army will convey Area 4 to the U.S. Department of Interior, National Park Service by a Federal-to-Federal transfer process upon completion of environmental and munitions cleanup requirements.





## Conveyance Parcels

### Reversionary Property Area 1

- **Environmental Carve-Out Parcels:**
  - Moat (see illustration)
  - Buildings 204/205 parcel
  - Building 82/Open Air parcel
  - Buildings 200/210 parcel
- **Chamberlin Luxury Apartments (see illustration).**  
The Chamberlin is located on Reversionary Property under Army control until 2087. Legislative authority was enacted by the State of Virginia under a 2004 Amendment to Section 1 of Chapter 809 of the Acts of the Assembly of 1998. The Army is considering several conveyance opportunities.



### Property Conveyed (807 of 1,064 total acres) and Projected

Parcel Name	Parcel Acres	Disposal Date	Parcel Recipient	Conveyance Authority
Big Bethel Reservoir	494.0	28 Jul 2006	USAF	Fed to Fed
Area 1 - Reversionary Property	312.7	4 Jun 2013	State of VA	Reversion
Environmental Carve Out: Moat	19.1	2 <sup>nd</sup> Qtr FY16	State of VA	Reversion
Area 2 - Commercial / Industrial	39.0	2 <sup>nd</sup> Qtr FY16	FMA	EDC
Area 3 - Marina / Waterfront	44.2	2 <sup>nd</sup> Qtr FY16	FMA	EDC
Environmental Areas: Bldg 204/205, Bldg 82, Bldg 200/210	19.1	3 <sup>rd</sup> Qtr FY16	State of VA	Reversion
Chamberlin	5.0	4 <sup>th</sup> Qtr FY16	FMA	EDC
Area 4 - Northern Shores / Beaches / Natural Open Areas	130.9	1 <sup>st</sup> Qtr FY22	National Park Service	Fed to Fed



## Key Milestones Achieved

- **Fort Monroe Programmatic Agreement (PA), National Historic Preservation Act.** The United States National Advisory Council for Historic Preservation (NACHP) selected the U.S. Army as recipient of the "National Chairman's Award" for the outstanding manner in which the Army BRAC team accomplished the Fort Monroe Programmatic Agreement (PA), achieving Section 106 requirements of the National Historic Preservation Act (NHPA).
- **Big Bethel Reservoir parcel.** The Army transferred Big Bethel parcel (494 acres) to the USAF.
- **Fort Monroe, Area 1 Reversionary Historic parcel.** The Army transferred the Reversionary Historic parcel (consisting of 312.75 acres) to the Commonwealth of Virginia in June 2013. Approximately 76% of Fort Monroe property has been successfully transferred.
- **Fort Monroe Reuse plan.** The Governor of the Commonwealth of Virginia (COV) approved the Fort Monroe Reuse plan. The U.S. Department of Housing and Urban Development (HUD) endorsed the Reuse plan and approved the Homeless Accommodation Sufficiency Review.
- **Fort Monroe designated a National Monument.** President Barack Obama signed a proclamation designating Fort Monroe as a National Monument on 1 November 2011. This is the first time that President Obama exercised his authority under the Antiquities Act, a 1906 law to protect sites deemed to have natural, historical or scientific significance.
- **Fort Monroe Economic Development Conveyance (EDC) process.** The EDC Deal Points between the Commonwealth of Virginia, Fort Monroe Authority and the Army (for property Areas 2 and 3) were approved on 9 February 2015.

